

AIR WAR COLLEGE

AIR UNIVERSITY

TRIED AND TRUE? INTEGRATING ACTIVE AND RESERVE
COMPONENTS

by

Joe Delgado, Lt Col, USAF

A Research Report Submitted to the Faculty

In Partial Fulfillment of the Graduation Requirements

Advisor: Col Shelley Kavlick

16 February 2016

DISCLAIMER

The views expressed in this academic research paper are those of the author and do not reflect the official policy or position of the US government, the Department of Defense, or Air University. In accordance with Air Force Instruction 51-303, it is not copyrighted, but is the property of the United States government.



Biography

Lieutenant Colonel Joe K. Delgado is assigned to the Air War College, Air University, Maxwell AFB, AL. He entered the Air Force in 1995 through the Reserve Officer Training Corps at the University of Missouri – Columbia. He served nearly 12 years on active duty before separating and joined the Air Force Reserve in July 2008. He previously served as the Commander, 440th Maintenance Squadron at Pope Army Air Field, Ft. Bragg, NC. He is a senior maintenance officer with over 16 years of direct experience in aircraft maintenance. He has led maintenance on C-141, KC-10, C-5, B-1, C-17, and C-130 aircraft, deployed as part of a Tanker Airlift Control Element with Contingency Response Group, and completed two tours as a squadron commander.



Abstract

Total Force Integration has proven to be an effective and efficient way to capitalize on the strengths of the Active and Reserve Components. Senior leadership has advocated for integrating the active and reserve forces to maximize capabilities and execute the mission in a more efficient, cost effective manner. This paper examines the differences in duty status between the Active and Reserve Components, administrative control and operational direction, and three different constructs for integrating active duty, Air National Guard, and Reserve personnel into a wing structure. Classic Associations have the Active Component as the lead organization; Active Associations put a Reserve Component (either Air National Guard or Air Force Reserve) as the lead, and the Integrated Wing combines the leadership into one chain of command. While the Classic and Active Associations have a history of effectively integrating forces, the Integrated Wing requires further testing and refinement to overcome command and control, legal, and personnel management issues.

Introduction

The Reserve Component is comprised of the Air National Guard (ANG) and Air Force Reserve (AFR); both forces have been integral forces in teaming with the Active Duty when called upon. Since the inception of the Reserve Component, citizen airmen continue to serve alongside the active duty force. As a result of the Active Duty end-strength reductions, the ANG and AFR have increasingly made greater contributions to the Total Force through volunteerism and mobilizations.

The Air Force first tested Total Force Integration (TFI) in 1968 when the Active Associate Wing construct combined reserve and active duty manpower, leading to greater effectiveness in the flying mission. The majority of Guard and Reserve personnel are sourced from Active Duty, trained to the same standards and guidance, and share a similar culture. There are differences in duty status between Title 10 and Title 32 Traditional Reservists (TR)/Drill Status Guardsmen (DSG), Air Reserve Technicians (ART), and Active and Guard Reserve (AGR) personnel. Active and Reserve Component Airmen need an understanding of their similarities and differences to integrate smoothly.

TFI leads to greater efficiencies in mission execution, cost savings, and enhanced capability. The Reserve Component can leverage their experience to train the Active Component. Teaming with the Active Component, both create innovative procedures to more effectively fulfill their roles. Reserve and Active Component integrate when working side by side while deployed or when assigned to associate units across the Air Force. There are three main organizational structures for associating Active and Reserve Component forces: the Reserve Associate, Active Associate, and the Integrated Wing. Each construct has strengths and weaknesses; however the Reserve and Active associate currently are the most viable while the

Integrated Wing construct requires refinement in command and structural relationships. The most prevalent TFI construct is the Reserve Associate, where the active duty has primary responsibility for the mission and shares resources with the Reserve Component. The Active Associate construct is when a Reserve Component has primary responsibility for the weapon system (usually aircraft) and shares resources with the active duty unit. The association constructs maintain separate organizational structures, where the Integrated Wing integrates the Active and Reserve Component to form one blended chain of command. This command structure has potential, but based on integration lessons learned, the Air Force needs to solve the issues in commanding members serving under Title 10 and Title 32 authority within the same organization.

Background

Throughout the history of the United States, the Active and Reserve Components have served alongside each other across the continuum of operations. From peacetime training to war, both the National Guard and Reserve have trained, volunteered, mobilized, integrated, and operated with the Active Component. Vietnam was the only US conflict that did not mobilize and use reserve components.¹ Lessons learned from the Vietnam era to draft enlistees to meet military manning needs and bypass the reserve component led to the Total Force Policy. In 1970, the Secretary of Defense Melvin Laird expressed the need of a Total Force to integrate, arguing any large scale conflict required the reserve components, and the government needed popular support for mass military operations.² He understood the cost savings of maintaining a trained and ready force, as citizens during peacetime, but ready as a part of the total military force when activated.³ President Nixon requested former Secretary of Defense Thomas Gates to lead the Commission on an All-Volunteer Armed Force (known as the Gates Commission). His

report noted the unpopularity of the draft and pushed for extensive changes in pay, personnel management, and retirement to recruit and train higher quality members.⁴ During his tenure from 1973 - 1975, Secretary of Defense James Schesinger directed the services to “fully integrate the active and reserve forces into a ‘homogeneous whole.’”⁵

The purpose of Total Force Policy ensures Guard and Reserve forces have a higher state of readiness at the beginning of conflict, rather than requiring lead time to mobilize and train to augment active forces.⁶ As the forces reduced manning levels after the Vietnam War, integration was not simply a policy, it became a necessity. Today’s Air Force trains and maintains readiness to the same standard across the Active and Reserve Component. In 1997, the Air Force Chief of Staff, General Michael Ryan defined the Air Force vision of the Total Force as “...a unit, totally integrated with Active, Guard, Reserve, and contractor personnel...[with] an integrated command structure of Active, Guard, and Reserve members and will be ready to rapidly deploy worldwide.”⁷ Air Force Senior Leadership continues to embrace the Total Force concept. At the 2011 Air Force Reserve Command (AFRC) Senior Leaders Conference, Secretary of the Air Force Michael Donley restated the importance of the Reserve Component towards integration and a shrinking of differences between the “strategic and operational reserve.”⁸ The National Commission on the Structure of the Air Force, in their January 2014 report, concluded “increasing integration of Reserve, Guard, and Active Component Airmen...and increasing the number of integrated...units will lead to...[a] more effective and efficient employment of the Total Air Force.”⁹ Currently there are 116 associations across the Air Force between Active, Guard, and Reserve personnel. As more Airmen serve in associations, they will become familiar with integration concepts between the Active and Reserve Components to better understand active, Guard, and Reserve roles and responsibilities.

Integration Concepts

Duty Status

Active Duty members volunteer to serve a full time service commitment lasting years. Their service commitment allows the Air Force to determine assignment locations, where and when they deploy, and are subject to move, or Permanent Change of Station (PCS). Due to job rotation, the active duty has less experience in any single position, but has a wider span of experiences in different organizations. As active duty personnel continue in their careers, they may serve alongside the Reserve Component, and gain an understanding of how the Reserve Component operates.

The Reserve Component is a part-time force trained, capable, and ready to be called upon when needed. Members of the Reserve Component generally do not PCS as often as the Active Component, and may even stay in the same unit over their careers. The backbone of the Reserve Component is the TR or the DSG. Full time support comes from the ART or AGR forces that have the responsibility to maintain, lead, and manage the day to day operations of the reserve unit. An Individual Mobilization Augmentee (IMA) is another category of part time support assigned to an active duty organization who may pair with an active duty member to quickly respond or backfill a deployment.

All Active Component and Air Force Reserve members, when in active status, serve under US Code Title 10, which establishes the active force responsibilities to the federal government. When requested and called to federal service, the National Guard can operate under Title 10, under direction of the President.¹⁰ The National Guard serves their state at the service of the governor under Title 32. State Active Duty (SAD) status is when the governor activates the Guard to respond to “natural or man-made disasters or Homeland Defense missions.”¹¹ Title

32 allows the governor to activate the Guard for emergencies, such as hurricane response, homeland defense or in a law enforcement capacity, when approved by the President or Secretary of Defense.¹²

	SAD	Title 32	Title 10
Command and Control	State Governor	State Governor	President
Who Performs Duty	The Militia	The Federally-recognized militia (i.e. National Guard)	Active Component, Reserve Component and National Guard
Where Duty Performed	Continental US in accordance with State Law	Continental United States	Worldwide
Pay	In Accordance with State Law	Federal Pay & Allowances	Federal Pay & Allowances

Figure 1 – National Guard duty status. Source: NGAUS Fact Sheet

Operational Direction and Administrative Control

The Active Duty and Reserve Component leadership maintains administrative control (ADCON) over their own members, while the host wing has Operational Direction (OPDIR), authority to dictate day to day operations within the wing. The local Active and Reserve Component senior leaders (wing commanders in the associate wing construct) agree on a Memorandum of Understanding to follow the direction, essentially an order, of the host chain of command.¹³ ADCON is defined as the supervisory chain having authority over the organization's personnel management through the unit manning document, while managing their resources and equipment. OPDIR is a concept for the host commander and supervisory chain to provide leadership direction, objectives, and disseminate tasks to complete the organization's mission, irrespective of the component. The respective component leadership deals with violations of orders or discipline administratively through their own ADCON. Although the

Active and Reserve Components maintain separate ADCON, integration in executing the same mission bring benefits.

Reasons to Integrate

The Active and Reserve Component integration goal is to meet mission requirements through maximizing the strengths of each component, maintain relevancy for the Active, Guard and Reserve, and cost savings. The components were never designed to be mirror images of each other; they form different and complementary functions as parts of the larger Air Force.¹⁴ As the Active and Reserve Component integration evolved, a symbiotic relationship describes their interdependence.¹⁵ The experiment to integrate the Reserve and Active Components by associate units, where both components train and operate together, has proven its success. Today, both the Active and Reserve Components operate the same equipment, from the proven legacy to the newest aircraft in the inventory. The ability for the Air Force to surge capability when needed through the Reserve Component reduces stress on the Active Component, and capitalizes on the training and experience of the Reserve Component.

Maximize Strength

Teaming Active and Reserve Component members has significant benefits to both Airmen and the Total Force. Reserve Component Airmen are able to stay with their weapon system longer and remain in the same location, reducing strain on both the member and families from multiple assignments.¹⁶ Experienced personnel are a steady state of trainers for inexperienced members, where they develop Airmen in learning their job skills. When one component trains another, they build capability and readiness in their trainee, and sharpen their own currency in the process.¹⁷ Active and Reserve Component members who have had assignments with a TFI unit are also more likely to know the differences between the active and

reserves, gaining an understanding how to maximize an integrated unit's capability. This gained knowledge of both components can lead to follow on assignments as a member on senior leader staffs, where they can create policies to positively affect the Total Force.¹⁸

Maintain Relevancy

Former Secretary of Defense Leon Panetta asked the Reserve Forces Policy Board about the best ways to use the Reserve Components. The board stated most important was keeping them "operationally trained," to provide proper training and equipment to execute a viable mission.¹⁹ As the Air Force pushed towards integration, the Reserves initially resisted, fearing a loss of identity. At the time, the Air Force and Congress would not program new aircraft assignments directly to the Reserve Component. For example, the Air Force Reserve was not manned to operate older aircraft separately, nor had the ability to support any type of overseas maintenance operations.²⁰ TFI, first tested in 1968 when Military Airlift Command at Norton AFB, CA, directed Active Duty and Reserve members together to fly and maintain the C-141.²¹ As both Active and Reserve Component leadership strongly supported the concept, Reserve members saw the value in training and operating the newest aircraft.²² Military Airlift Command, the precursor to Air Mobility Command (AMC), created a model for integration and all main AMC bases have a Reserve Associate construct. Following AMC's lead, Air Combat Command (ACC) and Pacific Air Forces (PACAF) have added associate units. Reserve Associations exist in ACC to support the F-22, between the 1st Fighter Wing and the Virginia ANG at Langley AFB, and PACAF associated the 477th Fighter Group with the 3rd Wing at Elmendorf AFB, Alaska to share flying, maintenance, and base support functions. The Air Force selected Seymour Johnson AFB, North Carolina as a possible base for the KC-46 tanker aircraft.²³ As the Air Force takes delivery of the KC-46 and F-35, the Air Force is working to

determine the proper mix for the Active and Reserve forces to integrate and capitalize on cost efficiency while Reserve and Air National Guard leadership remains involved in determining basing and manning levels.²⁴

Cost Savings

There is a substantial capability in the Active Component; however, integration retains capability and more effectively uses resources. The Reserve Component contains approximately 39 percent of the military end strength²⁵ while using about 9 percent of the Air Force budget; yet provides nearly 50 percent of the flying operations, including strategic airlift, aerial refueling, and a significant portion of the fighter and cargo capability.²⁶ Although not specified, the Reserve Policy Board noted studies suggest the military can maintain capabilities at lower cost with the Reserve Component by investing in infrastructure to support association.²⁷ The Future Total Force calls for integration to meet the demands of high value assets such as the F-22, F-35 and Space systems. Most members in the Reserve Components come from the Active Duty, fully qualified in their specialty, reducing cost of the initial training while increasing proficiency in their skills and the Airmen they train. New weapons systems will have equal initial training costs in both components. However, the active duty moves to different assignments while the Reserve Component Airmen typically remain on the same base and operate the same systems over time. Integration with the Reserve Component provide the savings Air Force leadership desires, without losing the capacity to employ and deploy when necessary.

Total Force Integration Constructs

Reserve (Classic) Associate Unit

Air Force integration began with the Reserve Associate model and paired reserve aircrews and maintenance personnel with their active duty counterparts. In this organization,

there are two separate but equal wing structures – the Active and Reserve Component wings. In this model, the Active Duty wing has primary responsibility and “owns” both the mission and weapons system and shares with the Reserve Component wing. Active and Reserve Component members work closely together in collocated functional units, such as supply, transportation, maintenance, and intelligence, to train, integrate, and sharpen skills. Due to administrative differences between the Active and Reserve Component wings, they maintain two separate chains of command, but can have a high degree of coordination. This daily interaction leverages the Reserve Component experience, builds cohesion, and familiarity.

There are advantages to the Reserve Associate construct. After initial tests integrating Active and Reservist Components, it has a proven record of success in flying the same operational mission.²⁸ The increased crew ratio maximizes aircraft utilization through shared resources. Some support functions, such as maintenance, integrate so closely there is no seam between each component as both sides support the flying mission. Active Duty wings typically are 24/7 operations, providing access to the aircraft with Active and Reserve Component members assigned to all shifts. Additionally, members assigned to Reserve Associate units have exposure to both the active and reserve culture. Active duty members have the opportunity to see first-hand how the Reserve Component functions. Finally, Reserve Component members have increased opportunities to deploy. It is not uncommon for a reservist to volunteer in place of an active member. Unit Deployment Managers and commanders, coordinating on the tasking process, flow positions between the wings on a single deployment provided it does not negatively affect their own unit’s readiness to deploy.

There are a few disadvantages of the Reserve Associate construct. AFI 90-1001, *Responsibilities for Total Force Integration*, states the associated wings maintain two separate

command structures.²⁹ ADCON is redundant versus a single unified chain of command. Due to having separate commanders, when a conflict of direction arises, members may have two different sets of guidance and interests. The Active Component does not have tasking authority over reserve forces therefore, only request assistance from the Reserve Component.³⁰ This becomes problematic when the Active Component is tasked and their manning is not sufficient to meet deployment requirements. For example, Aircraft Maintenance manning is a key constraint. Maj Brian Moore, in his Master's thesis for Air Command and Staff College, analyzed maintenance manning for Hill and Elmendorf AFB under the TFI construct. He noted 7-level skill shortfalls in crew chiefs, avionics, weapons, propulsion and electrical/environmental specialists. Risk mitigation is to rely on the assigned reservists to volunteer or mobilize for deployments to fill requirements. Absent enough volunteers, the wings would have to source manning from other wings.³¹ The Active Component's *reliance* on the reserves to fill manning shortfalls creates a possibility of not meeting their deployment tasking and risks the Reserve Component's ability to deploy.

Active Associate Unit

The Active Associate Unit is the opposite of the Reserve Association. In this case, Active Component members are assigned to Reserve Component bases or locations.³² The same ADCON and OPDIR relationships exist as the Classic Associate model. In this construct, the Reserve Component "owns" the mission and weapons system and the Active Component is associated with the Reserve Component. The Active Component benefits with increased access to airframes and the availability to train with the value of experience resident in the Reserve Component. ACC is pushing to have active associations at every Reserve Component fighter location.³³ Due to budget reasons, the Combat Air Force Redux disposed of 250 fighter aircraft

in 2010, limiting aircraft available to upgrade pilot training graduates while keeping experienced pilots current in their skills. Currently the Active Component lacks instructor fighter pilots to train the excess of less experienced pilots. Moving junior active duty pilots to Reserve Component locations to train with veteran pilots, many of them with combat experience, provides a rich learning environment.³⁴ Unlike the Reserve Associate construct in AMC, where aircrews often fly active air refueling missions or deliver cargo, the Active Associate is extremely beneficial to ACC to quickly train their junior pilots to the level necessary. The Active Associate construct allows increased “access to iron.” Since most Reserve Component aircrews are fully qualified as instructors, they require fewer sorties to maintain currency while providing active duty pilots increased flight hours with combat experienced pilots. The additional sortie rate not only benefits pilots; the Reserve Components require additional maintenance support and ACC also provides manpower. A mix of experienced and new Active Component maintainers supports the flying operations, and gain experience from Reserve Component maintainers.

Inherent in the Active Associate design are challenges. Each association requires maintenance support for the increased number of sorties required. Maintenance and the proper skill availability are concerns when assigning personnel from active duty bases to support training in the Reserve Component. Identified manning shortfalls in the Reserve Associate construct also apply to the Active Associate. Reserve Component units have to be mobilized or volunteer for deployments. There are typically fewer base amenities at a host Reserve Component location. The military depends on the off base community for services and family support. The Base Exchange and commissary are significantly smaller if one exists. There are no child care facilities on base. On active duty bases, the child care service contracts are written

to provide additional hours to support exercises or extended working hours from a surge in activity. Extended hours are an option for privately managed businesses off base.

ACC had a successful test to address challenges of Active Associates with the Vermont ANG. Through the community basing concept, Active Component members are assigned as a detachment from home station to work and train with experienced maintainers in the Reserve Component. Since there are no dorms or dining facilities, young Airmen receive a stipend for food and are lodged in an extended stay hotel, where leadership ensures they keep their rooms orderly. The active duty maintainers retain their chain of command through a Detachment Commander, while ANG personnel learn about active duty career progression to mentor their younger counterparts.³⁵

Integrated Wing

The Integrated Wing construct puts Active and Reserve Component members into one organization and establishes a single, integrated chain of command. In an Integrated Wing, if the wing commander is active duty, the vice wing commander would come from the Reserve Component. The wing staff and agencies, group commanders, and squadron commands also have a similar mix of Active and Reserve Component participation. For example, if the Operations Group commander were from the Reserve Component, the Maintenance Group commander would come from active duty, and the Mission Support commander from either component, while the deputy of each group would come from component opposite of the commander. The National Commission on the Structure of the Air Force recommends increasing the number of Integrated Wings, along with adjustments in the end strength of the Active and Reserve Components.³⁶ The Commission goes on to suggest with the right sized

manning and man-day funding, the Integrated Wing can expand or contract available personnel to meet shifting Air Force demands.³⁷

The concept has some merit. The Air Force tested Integrated Wing concept with the 116th Air Control Wing (ACW) at Robins AFB. The 116th ACW was hastily put together after the Air Force transferred or retired the 116th Bomb Wing's B-1 aircraft and based the Georgia ANG personnel together with the 93rd ACW.³⁸ Working through exceptionally difficult guidance on managing Title 10 and Title 32 personnel, the 116th ACW overcame significant structural and personnel challenges to operate and deploy. Since combining, members have won national level awards for aircrews and earned Air Force Outstanding Unit Awards.³⁹ The 116th ACW has also received numerous visits from other organizations to understand their process, and any lessons learned from blending the Active and Reserve Component members into an integrated wing.⁴⁰

Personnel management and legal relationships between Title 10 and Title 32 limits the blended chain of command. An ART (in Title 5 status) does not have Uniform Code of Military Justice (UCMJ) authority over military members, nor are they subject to the UCMJ. ANG in Title 32 status can only discipline other ANG in the same status and active duty can only discipline members in Title 10 status. When the Reserve Component is activated or mobilized under Title 10, the active duty commander has the authority to execute command and control to mete out punishment under the UCMJ.⁴¹ As with DSGs, for TRs military legal authority under the UCMJ only extends to times when they are in a military status. Due to the inherent difficulties in ADCON between Title 10 and Title 32 members, and mutual agreement between AFRC and ACC, the Integrated Wing disbanded in 2011 and reorganized into an Active Association.⁴²

There are two other limitations to the Integrated Wing concept. The Air Force assumes great risk before moving towards the concept without further vetting and study – leadership opportunities and availability of volunteers. The Integrated Wing calls for opposite component leaders at the wing, group, and squadron levels. Since officers PCS every two to four years, and a command tour is usually two years, it is easier for the Active Component to manage assignments to facilitate the command rotation schedule. The Reserve Component does not have an assignment process similar to active duty. One reason why many members choose the Reserve Component is because PCS moves disrupt family life and spouse careers. Questions arise from how the assignment process works when a commander or senior leader is removed for cause. If an Active Component member is removed after fourteen months, does the Reserve Component have to replace them? Does the position remain vacant until the next cycle? How is a Reserve Component commander removed and reassigned?

These procedures will have to be thought through carefully to remain fair to both components. When a Reserve Component commander successfully completes their tour, ideally there is another Reserve Component opportunity relatively close. Squadron and group commanders can fill a position within or outside the wing. For a graduated wing commander, it would be awkward to serve in another capacity within the wing they formerly commanded. In the ANG, many states have one base, so their possibilities are even more limited. A follow on assignment could be with the National Guard Bureau in Washington DC; however there are 88 wings in 54 US territories. Individuals are unwilling to give up their full time employment to become a DSG or TR, especially if vested in the civil service or state retirement system. Full time positions are a factor in Reserve Component assignments. If the outgoing commander is an ART, fewer positions are available to them. Reducing the number of leadership positions for the

Reserve Component creates a narrow peak, where fewer people have the opportunity to progress. It has the unintended consequence of having many qualified leaders aspiring for very few senior leader positions or drives smart and experienced leadership out given limited progression.

In a new test of the Integrated Wing, the Air Force proposes restructuring the Active Associate at Seymour Johnson AFB, North Carolina, combining the 916th Air Refueling Wing with the 6th Air Mobility Wing from MacDill AFB, Florida into an integrated unit to operate the KC-46 refueling tanker as a single wing. The Chief of the Air Force Reserve, Lt Gen James Jackson states, “This pilot program will determine whether additional synergies can be garnered...and... [if] lessons learned are repeatable...”⁴³ He goes on to say, “The Integrated Wing...is an opportunity to more fully integrate and break down barriers...”⁴⁴ This test provides another construct to execute the mission, but is not a cookie cutter approach. The Integrated Wing cannot be instituted at all bases due to the complex associations, nor is it supposed to replace current, successful associations. Testing is scheduled for three years, with adjustments to the program as necessary.⁴⁵

The Integrated Wing concept may be more efficient, but effectively cuts positions available to develop leaders in each component. There are legal issues requiring new legislation on creating the right command relationships of ADCON of Title 10 for both Active and Reserve Component and Title 32 personnel. Finally, there are processes to be worked out in assignments into and out of the Integrated Wing.

Reserve Component Considerations

The National Commission on the Structure of the Air Force states “Reserve Component members can be adjusted to meet current demand by adjusting man-year funding and the opportunities offered to RC Airmen to serve on active duty.”⁴⁶ Those who have served in

leadership positions know the budget is not driven like a water faucet. The faucet cannot be turned on to meet ever changing requirements for reserve manning and turned off when those demands are met. The majority of the Reserve Component are TR and DSG Citizen Airmen balancing school, developing careers, or has other responsibilities outside of military service. Availability for extended orders has to be planned in advance. To make this initiative viable, it is contingent on Reserve Component members to decide when and how long they are available, wing planning to advertise and ensure man-day funding is available, and for both sides to commit.

The Commission states a benefit to Airmen is an “open passage” to flow between Active, full-time Reservist, and TR/DSG to remain with their weapon system based on the needs of the Air Force.⁴⁷ Transferring is a benefit for those who can financially support themselves while earning a degree or for shorter term family reasons (i.e. to care for an elderly parent or child). I believe it will benefit only a small percentage of Airmen who have the financial means to transfer between active, full time reserve, and traditional reserve service. With active duty budgets getting tighter and recent reductions in force, leaving active duty for an extended period may impact a member’s career and promotion potential upon returning to service when compared to their peers who serve without a break in service. Combating this effect will require a shift in thinking for the active duty, similar to Airmen attending in-resident schools and returning to service as a better educated and more qualified individual than when they left.

Recommendation/Conclusion

My study recommends continued integration through Classic and Active Associations. Although there is no one construct that works across all operational missions of the Air Force, integrating grows experience and familiarity across components as well as grooms senior leaders

with knowledge to fully incorporate the strengths of each component to execute the mission. Reserve and Active Associations remain a viable and useful construct for integration between Active and Reserve Component while maintaining career progression opportunities for leaders in both components. AMC has already created Reserve Associations at main bases. ACC has followed suit with some Reserve Associations and finds the Active Associate construct works best for their needs. Integrating Active Component members into an existing Reserve Component wing allows them to take better advantage of the experience base for training.

The Integrated Wing concept has a number of issues requiring them to be carefully worked through to become a feasible Air Force construct. It has potential to drive integration through assigning Active and Reserve Component personnel together at all levels. This grows leaders who have experience in an integrated construct. Before continuing with Integrated Wings, the Air Force needs additional legal guidance to solve the command and control, working relationships, and ADCON of integrating ARTs, Title 10, and Title 32 members. If the Air Force works through the command relationship and legal matters with Integrated Wings, it offers the best value for developing leaders experienced in employing the Active and Reserve Component. Adopting Integrated Wings at most or all bases increases integration and solves many problems of limiting career progression opportunities for both components. The Air Force needs further study and innovative solutions to ensure leaders progress while serving the nation.

End Notes

¹ Arnold Punaro, et al, *Commission on the National Guard and Reserves: Transforming the National Guard and Reserves into a 21st-Century Operational Force* (Arlington, VA 31 Jan 2008), E-7

² Maj Dennis Duffy, “Past, Present, and Future of the Total Force” (Master’s Thesis, Air Force Institute of Technology), 2004, 7-8

³ Ibid, 8

⁴ Punaro et al, *Commission on National Guard and Reserves*, E-7

⁵ Michael Doubler, *The National Guard and Reserve*, (Praeger Security International, Westport, CT, 2008), 38

⁶ Ibid, 38

⁷ Gen Michael Ryan, Maj Gen Paul Weaver, and Maj Gen James Sherrard, “The Future Total Force, ed. USAF (Air Force National Review Staff), n.d., 21

⁸ Gen Michael Donley, remarks to AFRC Senior Leaders Conference, Washington DC, 16 May 2011

⁹ Dennis McCarthy, et al, *National Commission on the Structure of the Air Force, Report to the President and Congress of the United States*, 30 Jan 2014, 8

¹⁰ *NGAUS Fact Sheet, Understanding the Guard’s Duty Status*, n.d., 1

¹¹ Ibid, 1

¹² Ibid, 1

¹³ Air Force Instruction (AFI) 90-1001, *Responsibilities for Total Force Integration*, 29 May 2007, Incorporating Guidance Memorandum 15 Jan 2015, 6

¹⁴ Col Bruce Johnson, Lt Col Scott Kniep, Sean Conroy, “The Symbiotic Relationship between the Air Force’s Active and Reserve Components,” *Air and Space Power Journal*, Jan-Feb 2013, 109

¹⁵ Ibid, 109

¹⁶ McCarthy, et al, *National Commission on Structure*, 30 Jan 2014, 29

¹⁷ Col Bruce Johnson, Lt Col Scott Kniep, Sean Conroy, “Symbiotic Relationship between Air Force Components,” 113

¹⁸ Ibid, 118-119

¹⁹ Arnold Punaro, et al, *Report of the Reserve Force Policy Board on Reserve Component Use, Balance, Cost and Savings: A Response to Questions from the Secretary of Defense*, 11 Feb 2014, 7-8

²⁰ Gerald Cantwell, *Citizen Airmen*, US Government Printing Office (Washington DC), 311

²¹ Ibid, 310

²² Ibid, 311

²³ Secretary of the Air Force Public Affairs, “AF Announces KC-46A Preferred, Reasonable Alternatives,” <http://www.af.mil/News/ArticleDisplay/tabid/223/Article/626481/af-announces-kc-46a-preferred-reasonable-alternatives.aspx>, 29 Oct 2015, accessed 11 Dec 2015

²⁴ “USAF Force Structure Changes: Sustaining Readiness and Modernizing the Total Force,” February 2012, 8-9

²⁵ Punaro, et al, *Reserve Component Use, Balance, Cost, and Savings*, 5

- ²⁶ Thomas Ehrhard, "An Air Force Strategy for the Long Haul," Center for Strategic and Budgetary Assessments, 2009, 14
- ²⁷ Punaro, et al, *Reserve Component Use, Balance, Cost and Savings*, 16
- ²⁸ Donald Halpin, "A Question of Access: Options for Air Mobility Command's Force Mix," (Master's Thesis, Air Force Fellows, Air University), 2003, 41
- ²⁹ AFI 90-1001, *Responsibilities for Total Force Integration*, 27
- ³⁰ Ibid, 42
- ³¹ Brian Moore, "Fighter Maintenance and Total Force Integration" (Master's Thesis, Air Command and Staff College, 2009), 17-18
- ³² Gerald Buckman, "Making the Future Total Force Work" (Master's Thesis, Army War College, 2006), 7.
- ³³ Aaron Church, "The Associate Push," *Air Force Magazine*, Jun 2012, <http://www.airforcemag.com/MagazineArchive/Pages/2012/June%202012/0612push.aspx>, accessed 11 Dec 15
- ³⁴ Ibid.
- ³⁵ Orville Desiarlais Jr, "New Program Combines Total Force: Community Provides a Home, Guard Unit Provides the Mission," *The Free Library*, 22 Mar 2006, <http://www.thefreelibrary.com/New+program+combines+total+force%3a+Community+provides+a+home%2c+guard...-a0144436069>, accessed 23 Jan 16
- ³⁶ McCarthy, et al, *Commission on Structure of the Air Force*, 30 Jan 2014, 28
- ³⁷ Ibid, 28-29
- ³⁸ Patrick Taylor, "The Experiment is Over, The Time has come to Reorganize the 116th Air Control Wing into an Active Associate Unit" (Master's Thesis, Air War College, 2009), 7
- ³⁹ Ibid, 12
- ⁴⁰ Ibid, 15
- ⁴¹ Ibid, 13
- ⁴² Michael Knowles, "Ready for TFI Prime Time? A Closer Examination of the Dual Component Commander and the Integrated Wing" (Master's Thesis, Air War College, 2015), 6
- ⁴³ Public Affairs Guidance, "Integrated Wing," n.d., 2
- ⁴⁴ Ibid, 2.
- ⁴⁵ Ibid, 2.
- ⁴⁶ Dennis McCarthy, et al, *Commission on Structure of the Air Force*, 30 Jan 2014, 28
- ⁴⁷ Ibid, 29

Bibliography

Air Force Instruction (AFI) 90-1001, *Responsibilities for Total Force Integration*, 29 May 2007, Incorporating Guidance Memorandum 15 January 2015.

Air Force Public Affairs Guidance, *Integrated Wing*, " n.d.

Buckman, Gerald. "Making the Future Total Force Work." Master's Thesis, Carlisle Barracks: US Army War College, 2006.

Cantwell, Gerald. *Citizen Airmen*. Washington DC: US Government Printing Office, 1997.

Church, Aaron. "The Associate Push." *Air Force Magazine*, June 2012.
<http://www.airforcemag.com/MagazineArchive/Pages/2012/June%202012/0612push.aspx>
(accessed December 11, 2015).

Desiarlais, Orville, Jr. "New Program Combines Total Force: Community Provides a Home, Guard Unit Provides the Mission." *The FreeLibrary*. 22 March 2006.
<http://www.thefreelibrary.com/New+program+combines+total+force%3a+Community+provides+a+home%2c+guard...-a0144436069> (accessed January 23, 2016)

Donley, Gen Michael. "Remarks to AFRC Senior Leaders Conference." Washington DC, May 16, 2011.

Doubler, Michael. *The National Guard and Reserve*. Westport, CT: Praeger Security International, 2008.

Duffy, Maj Dennis. "Past, Present, and Future of the Total Force." Master's Thesis, Air Force Institute of Technology, 2004.

Ehrhard, Thomas. "An Air Force Strategy for the Long Haul." Center for Strategic and Budgetary Assessments, 2009.

Halpin, Lt Col Donald. "A Question of Access: Options for Air Mobility Command's force Mix." Master's Thesis, Maxwell AFB, AL: Air University, 2003.

Johnson, Col Bruce, Lt Col Scott Kniep, Mr. Sean Conroy. "The Symbiotic Relationship between the Air Force's Active and Reserve Components." *Air and Space Power Journal*, Jan - Feb 2013: 107-129.

- Knowles, Lt Col Michael. "Ready for TFI Prime Time? A Closer Examination of the Dual Component Commander and the Integrated Wing." Master's Thesis, Maxwell AFB, AL: Air University, 2015.
- McCarthy, Dennis, et al. "National Commission on the Structure of the Air Force, Report to the President and Congress of the United States." Washington DC, 2014.
- Moore, Maj Brian. "Fighter Maintenance and Total Force Integration." Master's Thesis, Maxwell AFB, AL: Air University, 2009.
- "NGAUS Fact Sheet, Understanding the Guard's Duty Status." n.d.
- Punaro, Arnold et al. "Commission on the National Guard and Reserves: Transforming the National Guard and Reserves into an Operational 21st Century Force." Arlington, VA, 2008.
- Punaro, Arnold. "Reserve Component Use, Balance Cost, and Savings: A Response to Questions from the Secretary of Defense." 11 February 2014.
- Ryan, Gen Michael, Maj Gen Paul Weaver, Maj Gen James Sherrard. *The Future Total Force*. Air Force National Review Staff, n.d.
- Secretary of the Air Force Public Affairs*. October 29, 2015.
<http://www.af.mil/News/ArticleDisplay/tabid/223/Article/626481/af-announces-kc-46a-preferred-reasonable-alternatives.aspx> (accessed Dec 11, 2015).
- Taylor, Lt Col Patrick. "The Experiment is Over, The Time has come to Reorganize the 116th Air Control Wing into an Active Associate Unit." Master's Thesis, Maxwell AFB, AL: Air University, 2009.
- "USAF Force Structure Changes: Sustaining Readiness and Modernizing the Total Force." February 2012.